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Interim Report of the Alberta Co-Termino
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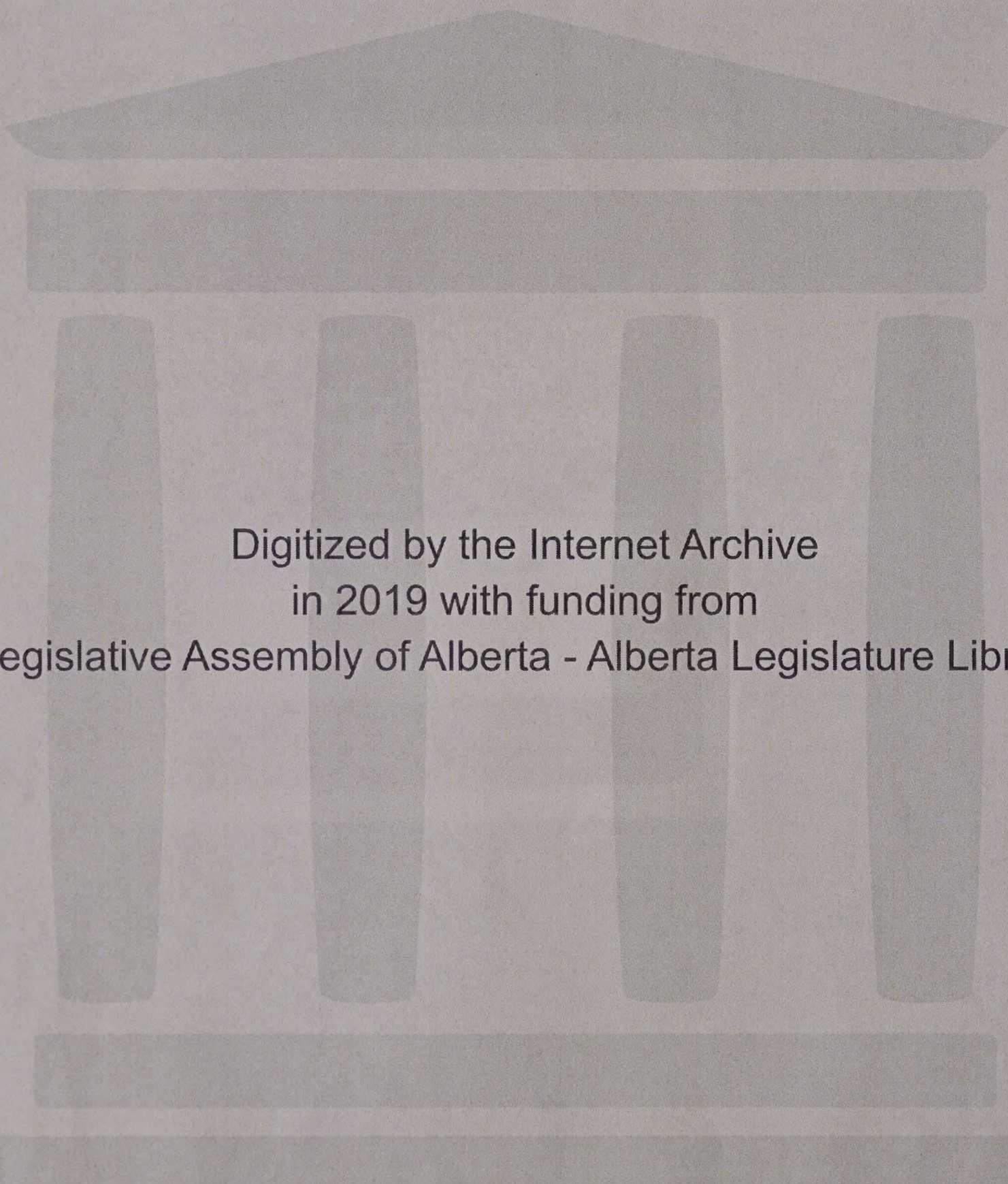


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INTERIM REPORT
of the
CO-TERMINOUS BOUNDARY COMMISSION
1953

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ACKNOWLEDGMENTS

The Commission expresses its appreciation to: -

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INTERIM REPORT OF THE CO-TERMINOUS BOUNDARY COMMISSION - 1953

1. INTRODUCTION

In the Province of Alberta the boundaries of Municipal Districts, Improvement Districts, and Special Areas have been set out without any definite relationship to the School Divisions. This results in the overlapping of School Divisions and Rural Municipal Districts. In some cases, a School Division may extend to as many as four Municipal Districts. Similarly in respect to a Municipal District, there is an overlap of School Divisions. It is apparent that these conditions complicate the administration of local government as well as interfere with the rights of the people in respect to local government and administration of school affairs. For example: - Monies raised by local taxes largely determine the services that can be rendered in a municipality, such as roads, bridges, improvements, etc. Also, transportation is an important factor in connection with school locations, attendance areas, etc. Notwithstanding the importance of the above to a parent having children going to school we may have the condition of the parent paying taxes in one municipality and the children going to school in a School Division outside the Municipality.

The purpose of establishing co-terminous boundaries for school divisions and municipal districts was, primarily, to assist in the administration of local governments. This question had been mooted for several years and was brought to a head in 1952. In that year the annual conventions of both the Alberta School Trustees Association and the Alberta Association of Municipal Districts passed resolutions.

favouring co-terminous boundaries for School Divisions and Rural Municipal Districts and requested the Government of the Province of Alberta to appoint a Commission, including representations of the School Trustees Association and the Municipal Districts Association, to formulate a plan for establishing such co-terminous boundaries on a province-wide basis.

On March 2nd, 1953, The Lieutenant Governor-in-Council appointed the Co-Terminous Boundary Commission and set out, by Order-in-Council No. 277/53 the following duties of the Commission:-

1. To establish co-terminous boundaries for school divisions and municipal districts in all that part of the Province that presently enjoys organized local government.
2. The boundaries established, insofar as is possible to conform to well defined natural boundaries.
3. To determine whether or not all or any part of a presently existing improvement district is to be included in the newly created areas of co-terminous boundaries.
4. To determine whether or not any part of the Special Areas is to be withdrawn therefrom and added to the newly created areas of co-terminous boundaries.
5. To recommend a method for the distribution of the assets and liabilities of school divisions and/or municipal districts where a part of a municipal district and/or a school division is severed from the present existing municipal district or school division.
6. Any other matter relevant to the establishment of co-terminous boundaries.

The appointments to the Commission were: W. J. Dick, Chairman, J. M. Griffiths, J. M. McKay, A. W. Reeves and A. W. Morrison.

In accordance with the recommendation of the Alberta School Trustees Association and the Alberta Association of Municipal Districts, J. M. Griffiths, Trustee of the Foremost School Division, was appointed as the nominee of the former Association and J. M. McKay, Councillor of the County of Vulcan as the nominee of the latter.

In respect to the other members of the Commission, - A. W. Morrison, Chief Municipal Inspector of the Department of Municipal Affairs is a nominee of that Department. Dr. A. W. Reeves, High School Inspector, is the nominee of the Department of Education. The Chairman, W. J. Dick is a consultant Professional Engineer (Alberta).

The Commission appointed Cyril Pynch, Superintendent of Schools for the Department of Education, to act as Executive-Secretary to the Commission.

II. BRIEF OUTLINE OF LOCAL GOVERNMENT IN THE PROVINCE OF ALBERTA

(a) Municipal Administration

Although there was a form of rural local self-government, municipally speaking, in the Province of Alberta prior to 1912, the present municipal districts evolved from the passing of The Rural Municipality Act in 1912. The rural municipalities at that time were, generally speaking, a nine-township square area. The powers, rights and privileges given to the rural municipalities of that day were substantially the same as those of the present day municipal districts. At the same time there were, also, local improvement districts, administered by the Department of Municipal Affairs, which were areas not considered to be sufficiently developed to afford the same standard of service as that given in a rural municipality.

Few changes in area of rural municipalities were made until the process of enlargement of municipal districts began in 1942. However, between 1912 and 1942, new municipal districts were formed and some were dissolved. Beginning with the year 1928 many in the drought area became a part of the Special Areas. Prior to enlargement in 1942 there were 143 municipal districts in the Province. By a gradual process of enlargement the municipal districts now are 53 in number plus 4 counties. Of the 53 municipal districts in existence to-day, nine of them have not been subject to enlargement. To complete the rural government organization, there are also 54 Improvement Districts and three Special Areas.

A further evolution in rural local self-government took place in 1950 with the passing of The County Act. The first two counties were formed in 1951. Briefly stated, the counties are an alternative form of local self-government, with the functions of a municipal district and a school division being combined into one administrative unit.

The municipal districts are governed by an elected council, who administer a variety of services, the major one being that of providing roads. It levies and collects all local government taxes to finance its own services and those of special function districts, such as municipal hospital districts and school divisions.

The improvement districts are administered by the Department of Municipal Affairs and are, generally speaking, situated in areas of the Province where the economic development has not progressed sufficiently for them to provide the high standard of service demanded in a municipal district.

The Special Areas consist of municipal districts and improvement districts that were dissolved during the drought period of the 1930's due to inability to carry on financially. The Special Areas are similar in nature to improvement districts, with the major difference that they are administered by a Special Areas Board of three members, under the control of the Department of Municipal Affairs.

(b) School Administration

In 1952 the Department of Education reported the number and types of school organization as follows:

Divisions and Counties	58
Non-Divisional or Independent School districts:	
(1) Consolidated	18 *
(2) City	7
(3) Town	24
(4) Village	18 *
(5) Rural	35

* The number of independent village school districts has been reduced to 13 and two more consolidated districts have joined Divisions.

Divisions and Counties: The large unit of School Administration was introduced into Alberta in 1937 when eleven divisions were organized. In the next five years this number was increased to fifty with seven-eighths of the school districts in the province being part of a Division. At first the divisions consisted entirely of rural districts but they were gradually enlarged to include town, village and consolidated districts. The School Act made provision for the latter to enter a division upon terms to be agreed upon with the Divisional Board. A Division, then, consists of a number of school districts, the majority of which are rural districts.

The responsibility for administering the division is placed in the hands of an elected Board of Trustees, usually five in number,

each of whom represents a part of the Division known as a sub-division. The board of each local district continues to function for the purpose of keeping the Divisional Board informed concerning the needs and conditions in the local district.

The Divisional Board is given the full responsibility of staffing the Schools of the Division and of financing their operation. It appoints the teachers, assigns them to their schools, pays their salaries and terminates their contract when necessary. The Divisional Board is also responsible for determining attendance areas, van routes, the erection of buildings and the furnishing of the schools. It must also draw up an annual budget showing the amounts of money it proposes to use for each class of expenditure and requisition the collecting authority for the amount required. The collecting authorities under the divisional system are in all cases the municipal councils. In Improvement Districts the Department of Municipal Affairs assumes this duty.

The Minister of Education appoints a superintendent for each division so that the Board of Trustees may have professional assistance in the discharge of its duties. In 1952 six of the 52 Superintendents worked with two Divisional Boards. The Superintendent also acts as an inspector of schools in those non-divisional schools in his inspectorate. An inspectorate usually includes a division and the independent schools within or adjacent to the division. He usually functions from the Divisional Office where the business of the unit is conducted under the guidance of a full time secretary-treasurer.

In 1950 the County Act was passed and at present four counties

have been formed. Under the Divisional system of school organization the schools are operated independent of the municipalities and the boundaries of a division do not correspond with those of a Municipal District. Since the county system of local government amalgamates the functions of School Divisions and Municipal Districts, it follows that the areas are co-terminous. In this alternative form of local government the function of school administration as prescribed for the Divisions is performed by the County Council and the School Committee.

Non-Divisional Schools

(1) Consolidated Districts - A consolidated district is composed of two or more non-divisional school districts, each of which has an elected representative on the Board of Trustees. This type of School District was introduced in Alberta in 1913 and reached its peak in 1918. Generally these schools were of two types: (a) Some were organized to make high school available in the country and (b) others merely united school districts with insufficient pupils. The importance of the consolidated district decreased with the growing interest in the large unit of administration.

Today 16 consolidated districts are in existence and 25 have been amalgamated with contiguous divisions.

(2) Cities - Each of the seven Alberta Cities has its own school district which is administered by an elected school board. While not called divisions they, for all practical purposes, may be classified as large administrative units.

(3) and (4) Towns and Villages - In Alberta today there are 24 towns and 13 villages each with its own local school board. In 1952 the Department

of Education reported that 34 towns and 81 village school districts had been included in Divisions. This trend is natural as many of the town and village school districts are logical centres for school consolidations for the adjacent divisional districts.

(5) Rural Districts - The independent rural districts are found in areas that are not conveniently situated to permit of their inclusion within a Division or County.

III PROVINCIAL ASSISTANCE TO MUNICIPALITIES

Financial assistance to Municipalities has been dependent on the total income of the Province. In 1935-36 the total income of the Province amounted to a little over $16\frac{1}{2}$ million dollars and the grant to schools alone was one million four hundred and fifty thousand dollars. In 1946-47 the income of the Province had increased to over $42\frac{1}{2}$ million dollars, and the school grant to \$3,700,000. In 1953-54 the total income has been estimated at nearly $138\frac{1}{2}$ million dollars and the following table summarizes the direct and indirect financial aid provided for municipalities and other local authorities for the ensuing year and for the year previous:

	<u>1953-54</u>	<u>1952-53</u>
<u>Education</u>		
School Grants	\$11,617,000	\$ 9,870,000
Grants to Teachers Retirement Fund	650,000	565,000
Capital Construction Grants under The School Building Assistance Act.	<u>2,700,000</u>	<u>2,000,000</u>
	\$14,967,000	\$12,435,000
<u>Public Health</u>		
Grants for Hospitalization	\$ 3,645,000	\$ 2,606,000
Hospital Construction Grants	500,000	500,000
Grants for Health Services.	<u>58,000</u>	<u>58,000</u>
	\$ 4,203,000	\$ 3,164,000
<u>Highways</u>		
Grants for roads in Municipal and Improvement Districts	\$ 5,625,000	\$ 3,880,000
Grants for bridges.	<u>1,600,000</u>	<u>800,000</u>
	\$ 7,225,000	\$ 4,680,000
<u>Lands and Forests Department</u>		
Refunds to Municipalities for Grazing leases	\$ 200,000	\$ 200,000
<u>Treasury Department</u>		
Grants to Municipalities under Crown Properties Grants Act	\$ 50,000	\$ 30,000
Municipal Assistance Act.	<u>7,385,000</u>	<u>5,991,000</u>
	\$ 7,435,000	\$ 6,021,000
Total Direct Financial Assistance	<u>\$33,830,000</u>	<u>\$26,500,000</u>

In recent years municipal assistance has increased rapidly both by direct and indirect financial assistance. In 1951 the Government reduced from 40 per cent to 25 per cent the amount which the local authorities are required to provide for road construction purposes in order to qualify for the provincial road construction costs. In the same year the Province assumed in whole or in part, certain Public Welfare services, the cost of which was formerly borne by local taxpayers. This amounted to about \$2,600,000 in 1951. Under the School Borrowing Assistance Act, Capital Construction Grants were increased from $12\frac{1}{2}$ per cent to 20 per cent of the total approved borrowings of a school district or division. A further 10 per cent of such approved borrowings is available from the fund as an interest free loan and the Province guarantees interest payments of the remaining 70 per cent. This Act has been replaced by The School Buildings Assistance Act, 1952.

- (a) This Act provides for a grant of 25 per cent of the approved construction cost.
- (b) Construction loans from the School Land Trust Fund by debentures at $3\frac{1}{2}$ per cent up to 40 per cent of the approved construction cost.
- (c) The remaining 35 per cent to be borrowed in the open market and the interest to be guaranteed by the Province for the life of the loan; also the Province to finance this loan if public borrowing exceeds 5 per cent.

For the year an additional \$5,000,000 has been allotted for the Self Liquidating Projects Act which together with the new municipal Borrowings Revolving Fund of \$25,000,000 will total \$30,000,000 more than was available a year ago for municipal capital borrowings. This amount provides for all necessary municipal capital borrowings during the year and savings

to municipalities on interest charges and monies advanced under these two Statutes and the School Lands Trust Fund will be approximately \$1,200,000 per year.

The total real property assessments of all municipalities at December 31, 1952 equals \$872,239,063 from which was secured \$46,027,025 as tax levy or the equivalent of 52.77 mills.

To Summarize: - Provincial grants, direct and indirect, in 1953, based on the 1952 tax levy was equivalent to: -

Education	17.159 mills
Public Health	4.819 mills
Highways	8.283 Mills
Lands and Forests	.229 mills
Treasury	8.529 mills
Public Welfare	<u>3.000 mills</u>
Interest	<u>1.380 mills</u>
TOTAL	43.399 mills

In other words of the total monies required by all municipalities 52.77 mills are secured by property assessments and the equivalent of 43.399 mills from Provincial Grants.

The increased Municipal Assistance has been predicated on three major premises ★

1. "It is essential to the good and welfare of our people and to the progress of our Province generally that municipal and other local governments be assured sufficient financial resources to properly discharge their responsibilities without resorting to oppressive taxation and/or excessive borrowing".
2. "The costs of local governments have increased rapidly during recent years and in many cases have reached a level which cannot be maintained within the framework of their presently available local sources of revenue without inviting serious consequences".

3. "Increased provincial financial assistance to local governments should not be provided merely to make possible still greater local expenditure but should be used, at least in part, to afford an actual easement in the heavy burden of taxation presently borne by ratepayers in municipalities, Improvement Districts and Special Areas".

The Government's municipal assistance program recognizes these basic factors and has been designed to meet, as far as possible, the present obvious requirements.

★ Budget Speech of Hon. Ernest C. Manning, March 5th, 1951.

Further in the 1953 Budget Speech, page 22, under Municipal Assistance Premier Manning states "Honourable Members will have noted that throughout the budget proposals particular emphasis has been placed on measures to improve the financial position of municipalities and extend to municipal ratepayers the benefit which has accrued to the Province through the Government's policy of securing for the people as a whole an equitable share of the proceeds from the development of their natural resources".

Notwithstanding the increased grants and indirect assistance provided by the Province, the municipal needs continue to grow and were it not for this assistance it would not be possible for municipal and other local governments to properly discharge their responsibilities without resorting to oppressive taxation and/or excessive borrowing.

IV WORK OF THE COMMISSION

(a) General

At the outset the Commission realized the extent of its duties. It was apparent that in order to establish common boundaries for School Divisions and Municipal Districts on a Province-wide basis, the work would require a detailed study of many factors affecting each area, and that to do the job thoroughly would require considerable time.

It was felt that since the work was so important and since the result would be in effect for an extended time, every effort should be made to establish co-terminous boundaries that would be best workable from Municipal and School Administration standpoints.

It was evident that nothing would be gained by the Commission holding hearings with the interested bodies in the local centers unless a pre-conceived plan had been prepared. Accordingly, a thorough study had been made of each area in question and a draft containing the Commission's findings has been prepared for submission.

Further, the problems of administration of Municipal Districts and School Divisions are numerous and somewhat technical in character and can only be solved by being understood.

The Commission, therefore, deemed that the following policy be adhered to as much as possible:

- (i) That an office be established in Edmonton under the charge of an executive secretary.
- (ii) That all the necessary maps and data be prepared for the study of the Commission.

(b) Factors of Importance to The Commission in Establishing Co-terminous Boundaries

The following are brief notes on each of these factors in relation to the establishment of Co-Terminous Boundaries for Municipal Districts and School Divisions:

(1) Physical Features: The main physical divisions of Alberta are: The Rocky Mountains, Foothills and Prairie areas. The Rocky Mountains extend north and south from the United States border and form part of the western boundary of the Province. It has no direct effect on the problem except that it forms the source of great rivers that flow across the Province and by conserving the run-off these waters can be used for irrigation purposes.

Bordering on the Rocky Mountains is the Foothills area. The character of the Foothills area, lying between the mountains and prairie areas, varies, giving rise to many problems in respect to schools and municipal government. In general, the area is sparsely wooded in the south but more heavily forested in the north. The area has an uneven topography and has only small areas suitable for agriculture. Muskeg areas are more prevalent as one goes northward. Ranching is carried on, particularly in the south. While agriculture can never cover extensive parts of this area, nevertheless, after the brush and small trees are removed there are many places where farming and ranching can be carried on. Settlement within this fringe area presents a problem in respect to roads and schools. The Commission will be faced with this problem more and more as it proceeds northward with its work.

The nature of the co-called prairie area is generally flat.

- (iii) After an area, with contiguous districts, has been set up with a suggested co-terminous boundary for a municipality and its corresponding school division, that the Commission then discuss its findings by hearings with the Reeve and Councillors of the Municipal District in question, and with the Trustees of the School Division.

The Commission, in every case, studied the following factors before setting out a provisional draft plan for submission for discussion to the Municipal Councillors and Divisional School Trustees.

- (1) Nature of the terrain, such as major rivers, lakes, coulees, mountains, etc.
- (2) Nature of production from the soil such as from: -
 - Grazing
 - Field Crops
 - Irrigation
 - Mixed Farming
 - Lumbering, etc.
- (3) Assessments and ability to pay for services required,
- (4) The size of an area for administration from a school and municipal point of view.
- (5) Independent Consolidated, Town and Village School Districts.
- (6) School Attendance Areas.
- (7) Community Factors.

It is sparsely wooded in the south and more extensively wooded as one moves northward. It is heavily trenched by great rivers that flow easterly and north-easterly across the Province. The rivers present transportation problems and in many cases form natural boundaries for municipal districts; similarly in respect to deep and extensive coulees.

(2) Nature of Production from the Soil

The nature of the production of the soil largely determines the value of the crop and the value of the crop, in turn, determines the value of the assessment of the land. The value of the assessment is a measure of the services that can be rendered to the community under local government. The services required are also dependent upon the nature of the type of farming. In the case of large grazing areas, these are areas of low assessment and at the same time do not require expensive services such as a network of roads. Furthermore, as the population is small, the cost per unit of area is less than in the more settled portions. These conditions of less services permit the establishment of larger areas of co-terminous units than would otherwise be the case. In the case of intensive farming, such as irrigation, the reverse is the case. Field crops and mixed farming areas occupy an intermediate position.

Enough has been said to point out the value of a study of the nature of production in respect to the establishment of co-terminous units. While it may seem desirable that a unit embrace only one type of production this was found to be impossible. On the other hand it was deemed advisable, in many cases, to include a portion of areas of low assessment with areas of high assessment in order to provide better services both from school and municipal standpoints, to a greater number of the people of the province.

(3) Ability to pay for Service Required

The Commission, in proposing co-terminous areas also considered the matter of local ability to pay for school and municipal services, a factor which has a somewhat different significance to school and municipal authorities.

Most school divisions have been established in areas wholly under municipal government. However, some have been established in areas in which only a part has municipal government and still others exist where there is no municipality. Wherever municipal government has not been introduced it is assumed that the area cannot, or is reluctant to assume the responsibility for local municipal administration even though local government for schools is deemed essential. The formation of school divisions in such marginal territory is based on the requirement of the Province that every child shall have an opportunity for education, a condition made possible by a type of school support that stresses the equalization principle. Even so, it cannot be assumed that "ability to pay" is not an important factor in the divisions. The introduction of the large school unit was predicated on the assumption that a combination of school districts, rich and poor alike, would assist in the solution of the rural school problems, one of which has always been finance. This balancing of the ability to pay among divisions through equalization grants and the formation of divisions themselves have been the province's way of providing each rural child an opportunity for education.

In a similar manner the formation of larger municipal units has brought about equalization within each municipal area but, because equalization grants play a minor part in the scheme of municipal assistance, municipal self-government in marginal areas may become prohibitive.

Wherever the ability to pay is low, local government, both school and municipal, is an expensive privilege and responsibility. It is most obvious in the case of municipalities. But an examination of divisional mill rates shows that the modest program guaranteed by the province's system of school support is available in marginal areas at relatively high cost. As a result this factor of "ability to pay" ranks high in the thinking of school as well as of municipal authorities.

It is obvious, as the Commission's work moves northward, it will become increasingly difficult to propose units with a broad tax base and still give due consideration to the other factors basic to good administrative units.

(4) Size in Relation to Administration

Schools

When the divisional organization was introduced, size was determined, in all but a few instances, by the number of classrooms that one superintendent could be expected to supervise with reasonable efficiency. This measure of size is one often used in the literature of school administration. Research indicates that there is no one best size of a unit but there is a minimum below which it becomes uneconomical to administer and operate an adequate educational program. In Alberta the number of teachers which one superintendent can supervise could be a reasonable guide in determining the minimum size. This of course varies with the type of schools operated and the density of the population. For instance, the more one room schools, the fewer rooms one can supervise. As an approximate guide in the matter of number of teachers the commission concluded that 50 teachers should constitute a minimum. Should the number of teachers exceed the reasonable supervisory load for a superintendent in a unit which otherwise meets the criteria of a sound co-terminous area, the solution is relatively simple. The superintendent should be given assistance.

In its discussions on size in relation to schools the commission was of the opinion that the unit should be: -

1. An area with a sufficient number of pupils so that educational services essential to a well balanced elementary and secondary program can be maintained economically.
2. An area sufficiently large to provide challenging opportunities in educational leadership. As a minimum a teaching staff of 50 is suggested.

3. An area sufficiently cohesive that citizens can feel a sense of responsibility for the educational program provided.
4. An area that will coincide as far as possible with natural community boundaries.
5. An area sufficiently large to make economical use of the funds spent for general control.
6. An area that will contain sufficient assessed valuation and tax paying capacity to carry its share of the school program under a reasonable system of provincial aid.

Municipal

In considering what should be an ideal size of a co-terminous area from a municipal point of view, the commission was faced with the fact that no pattern existed in the past, either in the Province or in other areas where studies have been made, as to the ideal size of a municipal district. In any event, the commission became of the opinion that due to the very diverse conditions in this Province that a formula to establish an ideal size would not be feasible. To illustrate, in the southern prairies, where large-scale wheat farming and cattle raising predominates, the population in one particular municipal district averaged only 43.1 persons per township, the land assessment per acre was only \$4.56 and the total land assessment per township was only \$63,306. The average number of miles of road opened and in use was only 20.8 per township. As a comparison, in a municipal district in the central part of the Province, where mixed farming predominates, the population per township was 268, the land assessment per acre was \$13.44 and the total land assessment per township was \$291,392. The average number of miles of road opened and in use was 44.1 per township. The examples given are extremes, but indicate that a uniform size is not possible nor feasible.

Factors such as the above were considered in establishing co-terminous areas. The Commission was aware, however, that mere consideration of statistics alone was not the only criterion in proposing co-terminous areas. It was felt that areas should not be so large that interest in local government would suffer.

On this point the Commission was guided by the fact that the size of a unit could be considerably larger than the nine township unit of 1912, when one considers the methods of transportation now in use. The development of roads and the speed of transportation means that one can reach the outermost limits of the co-terminous areas proposed within an hour or two. It is unlikely, then, that the factor of size alone will diminish interest in local government. The Commission is of the opinion, therefore, that the size of the co-terminous areas proposed will not affect to any appreciable extent interest in local government affairs.

The primary function of a municipal district is the direction, control and management of roads under their jurisdiction. The Commission feels that municipally speaking, the co-terminous areas should be sufficient in size and resources to warrant the purchase, maintenance and operation of a complete line of road machinery and to plan and carry out the construction and improvement of a good road system. The economy and culture of the rural areas is every day becoming more dependent on a network of good, all weather roads.

The construction and improvement of roads that will meet the present day demands of high speed and heavy traffic requires complex and highly expensive types of road machinery. This suggests that it would be only sound management for a municipal district to employ highly trained personnel to manage their roads. The Council, of course, would formulate policy at all times.

The co-terminous areas proposed are such that a development of this nature can be readily undertaken.

(5) Non-Divisional Schools (Independent Districts)

At the time of the formation of school divisions, consolidated, village, town and some rural districts were not included as they probably represented the natural communities of that time. With the improvement of roads, the expansion of motor travel and the subsequent school centralization movement, many of these independent districts have tended to become centers of a larger community. The authorities of the School Division and the non-divisional schools frequently concluded that centralization was of mutual advantage and that the problem of cost could be covered by tuition fees. So long as additional pupils could be absorbed without further capital expenditure this proved to be an easy solution. Eventually, however, many of the boards realized that a more effective solution would be for the independent district to join the division. In this way capital costs were borne by the proper authority and the way was prepared for better co-ordination of school services. The extent to which inclusions have taken place has already been shown. This trend appears both logical and desirable.

In considering the relationship of the independent district and the Division, an effort was made to include the independent district and its natural community wholly within the boundaries of a proposed co-terminous area. This involved no problem except in cases where the non-divisional school lay between two proposed areas. The underlying principle behind this decision was that, in most instances, all districts included would eventually be a part of a large unit.

(6) School Attendance Areas

An attendance area is a geographic area from which children attend a school. Thus a School Division is an administrative unit composed of a number of contiguous attendance units. In Divisions the original attendance area was the one room rural school district. While this condition exists in many instances to-day, an entirely different type of attendance area is found where schools have been centralized. This development commonly referred to as a "centralization" is usually built around a community center and includes a number of the original school districts in entirety or in part, depending upon roads, markets, etc. Wherever these centralizations have been established new buildings are eventually erected at considerable cost and a definite pattern of community life is developed. In proposing boundaries the commission has been careful not to cut across sound attendance areas. Unless this policy were followed the primary control of the schools would not reside in the hands of the groups served.

In those parts of the province where centralization has not taken place, the commission is faced with the task of proposing boundaries that respect community ties and lay the basis for sound school organization when conditions are favourable. This will involve a study of roads, the type of soil, the general topography of the country as well as the possibilities of growth or future change in population.

(7) Community Factors

In proposing boundaries the Commission was also cognizant of the relationship that exists between sound co-terminous areas and such factors as railroads, provincial highways, district roads, market centers, etc. Furthermore, since any co-terminous area is an amalgamation of a number of interrelated communities, care was taken to consider the geographic boundaries in relationship to the major interest of the people.

Since the Commission has to deal with the problem of boundaries in relation to the entire Province, its task is somewhat different from that which any local municipality or school division would have in recommending a co-terminous unit. The commission has the additional and very significant task of proposing many units, each of which must harmonize the principles and factors outlined above. Thus while an existing municipality or school division may feel that its own unit is satisfactory for both school and municipal purposes or could be made so with some minor adjustments, such a proposal is rarely made with the total picture clearly visible. By having drawn up boundaries in accordance with basic criteria, the Commission has been able to feel reasonably confident of its own initial proposals and to place them before the local governing bodies concerned in a light which makes objective discussion possible.

(c) Preliminary Draft of a Co-Terminous Boundary

The first problem presented to the Commission was where to start. After due consideration the Municipal District of Pincher Creek was selected because the Forest Reserves bordering the Rocky Mountains formed a natural west and south-west boundary. The east boundary was more or less determined by tributaries of the Belly River and the Blood and Peigan Indian Reserves. The most important factor, however, was that the Municipal District and the School Division were nearly co-terminous.

After establishing this area the Commission worked eastward and the Belly River was a considerable factor in respect to the northern boundary of municipalities lying to the south. After considering all the factors outlined formerly, the Commission formulated what was considered to be the best plan for a co-terminous area. In every case the Commission met with and discussed the plan with the Municipalities and School Divisions concerned. Written suggestions were asked for and the Commission considered them at subsequent meetings. In many cases the Commission amended the plan to conform with the suggestions where local knowledge offered a better solution.

The Commission ~~kept~~ a record in its Minutes of all meetings.

V CO-TERMINOUS BOUNDARY AREAS
RECOMMENDATIONS

The Commission recommends the following co-terminous areas which are in accordance with the Terms of Reference set out in Order-in-Council No. 277/53. The Commission has set these out after careful detailed studies had been made in every case.

It will be noted that only a portion of the Province has been covered in this interim report but the recommendations are made at this time, as a progress report, so that action may be taken immediately if deemed desirable by the Government, to prevent interruption of services in areas that may be transferred from one municipality to another.

Maps of each co-terminous area are attached and the unit is that portion included inside the heavy black line.

Many changes in boundaries have been made and there will be many more through the work of the Commission. As the last general assessment of municipal districts and improvement districts throughout the Province was made in 1945, it is recommended that in order to provide a fair and equitable tax base in the co-terminous areas that a general assessment of lands, buildings and improvements be undertaken in each co-terminous area as it is established.

BOW-ISLAND - FOREMOST CO-TERMINOUS AREA NO. 2

This proposed co-terminous unit primarily contains the M.D. of Bow Island No. 13 and the M.D. of Burlington No. 2. From the school point of view, it includes only the greater portion of the present Foremost School Division. On the north, this unit has a natural boundary of the South Saskatchewan River; on the south, the United States border.

The proposed western boundary follows pretty well the boundaries of the Municipal Districts of Bow Island and of Burlington. However, due to established school attendance areas, some adjustments in the present municipal boundaries had to be made in the south-west corner. The whole of the Masinasin centralization, including the Lucky Strike area, was attached to the Raymond-Warner proposed unit. On the other hand, the three border townships in ranges 10, 11, and 12 were considered wholly as forming another school attendance area and were left in the above proposed co-terminous area.

To the east, the area around Seven Persons was considered more tributary to Medicine Hat and was therefore left out of this proposal. Also, a strip of land containing about three and a half townships around Manyberries was taken from I.D. 1 and included in the newly proposed area of municipal and school local government.

In this co-terminous area the Foremost School Division has been reduced in size. The school districts contiguous to Milk River and to Coutts together with the whole Masinasin attendance area have been taken out and now form part of the Raymond-Warner Unit.

Most of I.D. No. 1 was left out of the proposed co-terminous unit since it can not support local municipal government. A number of school districts in the Cypress Hills were considered more tributary to Medicine Hat and will be added to the Medicine Hat School Division.

This area is one of sparse population. It is therefore large in terms of townships and probably approaches the maximum size for municipal administration. On the other hand, it constitutes a minimum with respect to the number of teachers or classrooms for effective school administration. But at the same time it could absorb any increase which may come from irrigation developments in the area.

The following approximate data pertain to the area:

Number of Teachers	53
Pupil Enrollment	1,075
Number of Townships	81
Population - 1951 Dominion Census	4,008
Total Assessment for Municipal purposes	\$6,443,450

The council members were in general agreement and had anticipated the merging of the two municipal districts into one co-terminous area with the Foremost School Division. Members of the Foremost Divisional Board were in agreement with the proposal.

The attached map shows the boundaries proposed for co-terminous area No. 2.

RAYMOND - WARNER CO-TERMINOUS AREA NO. 3

This co-terminous proposal is made up of and includes all the area which is tributary to the two towns, Raymond and Warner. With some adjustments in the south-east, it comprises the whole of the M.D. of Warner No. 4 and part of the M.D. of Sugar City No. 5. From the standpoint of school administration this is a newly created area. It includes part of the St. Mary's River School Division No. 2, the south-east portion of the Lethbridge School Division No. 7 and the south west portion of the Foremost School Division No. 3. This new area for school administration is, therefore, made up of contributions from three school divisions, and also includes the independent school districts of New Dayton, Raymond, Galt and Milk River. In setting up this new unit, school attendance areas tributary to Raymond and Warner were considered. Also in withdrawing areas from a School Division, the Commission was careful not to cut through presently established school attendance areas or centralizations. Accordingly, the entire Masinasin attendance area was included in this Raymond-Warner proposal.

A highway and a railway run practically through the middle of this proposed area creating advantages for service and communication. The Sterling Lake and Chin Lakes with coulees form part of the natural boundary to the north. The Milk River, in part, together with the U.S. border forms a natural boundary to the south.

The following facts and figures were used in determining the co-terminous area and in reconciling school and municipal services:

Approximate data on Schools

	<u>Teachers</u>	<u>Pupils</u>
From Lethbridge School Division	18	433
From Foremost School Division	11	239
From St. Mary's River School Division	<u>3</u>	<u>112</u>
	32	784
Non-Divisional (Raymond, Galt, Milk River, New Dayton)	<u>52</u>	<u>1,289</u>
Total	84	2,073

While the number of divisional classrooms is below that previously described as a suitable minimum, the interest shown by some of the independent districts of the area in inclusion suggests that the number will likely be increased in due time.

Number of Townships	42.3
1951 Dominion Census	5,337.

Adjustments in improvements and personal property and additions of assessments from independent towns and villages gives the area a total school assessment of well over \$11,000,000 and an ability to pay of about \$130,000 per class room.

As statistics are not available to determine the assessment of improvements and of personal property, where a municipal district is not taken in wholly in a co-terminous area, it is impossible to accurately determine the total assessment for municipal purposes. However, the assessment of land only for the proposed co-terminous unit is around \$7,886,000.

Meetings were held with the municipal and school bodies concerned. Their representations were carefully considered in the light of the whole picture and the neighboring areas.

The attached map shows the boundaries of the proposed Raymond-Warner Co-Terminous Area No. 3.

Recommendation with respect to Raymond School District No. 700

In determining the western and northern boundary of Co-terminous Area No. 3 where it coincides with the boundary of the independent Raymond School District No. 700, the Commission is recommending the following transfer of land in school districts:

From S.D. No. 620 to Raymond S.D. No. 700

In Township 4, Range 21, West of the 4th Meridian
East half of Section 34

In Township 5, Range 21, West of the 4th Meridian
East half of Section 3

From S.D. No. 825 to Raymond S.D. No. 700

In Township 6, Range 21, West of the 4th Meridian
North-East $\frac{1}{4}$ Section 15
South-East $\frac{1}{4}$ Section 21

From S.D. No. 4132 to Raymond S.D. No. 700

In Township 6, Range 21, West of the 4th Meridian
East half of Section 35, Section 36

In Township 6, Range 20, West of the 4th Meridian
Section 31

In Township 7, Range 21, West of the 4th Meridian
Section 1

In Township 7, Range 20, West of the 4th Meridian
Sections 5 and 6

From S.D. No. 4295 to Raymond S.D. No. 700

In Township 7, Range 20, West of the 4th Meridian
North half of Sections 1, 2, 3, 4.

From S.D. No. 647 to Raymond S.D. No. 700

In Township 7, Range 20, West of the 4th Meridian
South-East $\frac{1}{4}$ Section 1.

From Raymond S.D. No. 700 to S.D. No. 620

In Township 5, Range 21, West of the 4th Meridian
West half of Sections 22, 27, 34

In Township 6, Range 21, West of the 4th Meridian
West half of Section 3.

From Raymond S.D. No. 700 to S.D. No. 825

In Township 6, Range 21, West of the 4th Meridian
North-West $\frac{1}{2}$ Section 23.

The total effect of the above transfers to Raymond S.D. No. 700 is a gain of seven sections of land.

CARDSTON CO-TERMINOUS AREA NO. 4

This proposed co-terminous unit comprises the present Municipal District of Cochrane No. 6 and part of the Municipal District of Sugar City No. 5. It contains part, but not all of the St. Mary's School Division No. 2. It is bounded on the south by the U.S. border, on the west by the Waterton Park and the Waterton River, on the north by the Blood Reserve boundary as well as by the Belly River. On the east, the Pothole Creek and Coulee form a natural boundary leading off from the Reserve, after which a boundary line has been determined to include all the area tributary to Magrath and Cardston leaving out the area that is tributary to Raymond. This area will form part of the Raymond-Warner Co-Terminous proposal.

In this unit Cardston appears a logical and natural centre from the point of view of markets, roads, community ties and services, communication, etc.

The following facts and figures apply to this unit:

From a Municipal standpoint:-

Number of Townships	41 (Exclusive of the Indian Reserve)
1951 Dominion Census	5,998
Total Assessment	\$8,392,000 (approximately)

From a School standpoint:-

Number of Teachers	111
Number of Pupils	2,480

While the supervisory load is heavy, this can be easily adjusted by providing assistance in this department.

Representations were heard and considered from the Councils

of the M.D. of Cochrane from M.D. of Sugar City and from the members of the St. Mary's School Division. There was general agreement with the Commission's proposal.

The attached map shows the boundary of the proposed Cardston Co-Terminous Area No. 4.

PINCHER CREEK CO-TERMINOUS AREA NO. 5

This proposed co-terminous unit comprises the M.D. of Pincher Creek No. 9 and the Pincher Creek School Division No. 29. The School Division is presently almost entirely co-terminous with the Municipal District and therefore only minor changes in the boundaries of one or the other were necessary. The area appears to be a "natural" unit centered around the town of Pincher Creek.

To the south it is bounded by the Waterton Park; to the west, by the forest reserve and the Crows Nest Pass Area.

The Waterton River forms part of a natural boundary to the East together with the outer eastern edge of the Peigan Indian Reserve, and the western edge of the forest reserve in the Porcupine Hills.

As a result of the recommendations received from both the Municipal Council and the Divisional Board, minor adjustments in the boundaries were made in the East, to include all of the Spring Ridge School District; in the North to follow the north boundary of the Maycroft and Heath Creek School Districts; in the West, to exclude the Passburg School District as this district naturally belongs to the Crows Nest Pass Area. However, until such time that a School Division is formed in the Crows Nest Area, this school district should remain in Co-Terminous Area No. 5.

The following pertain to the proposed unit:

From a Municipal standpoint:

Number of Townships	30 (Excluding Indian Reserve)
Population	3,321
Assessment	\$5,325,540

From a School standpoint:

Number of Teachers	38
Number of Pupils	882

A relatively small school division has always been convenient in this area as the School Superintendent also serves as an Inspector of Schools for the independent school districts in the Crows Nest Area.

Inspectorate

Number of Teachers

Divisional	38
Independent	63
Private	2
Indian	<u>5</u>
Total	108

Number of Pupils

Divisional	882
Independent	<u>1,638</u>
Total	2,520

An attached map shows the proposed co-terminous unit No 5.

CROWS NEST CO-TERMINOUS AREA NO. 5 (a)

The Commission recommends that a school division be formed in I.D. No. 10 south of township No. 9 and, that the Passburg Area be included in this Division. The recommended school division is to be co-terminous with that portion of I.D. No. 10 south of township No. 9, and is to be known as Co-Terminous Area No. 5(a). It is further recommended that the portion of I.D. No. 10, i.e. township 9 not included in the proposed co-terminous area No. 5(a), be transferred to I.D. No. 27.

The Commission deemed it advisable to have one educational board within the whole geographic area of the Crows Nest Pass. Better educational service would accrue if one board had jurisdiction over the whole area. It would permit more complete centralization; special services to more pupils, such as shop and home economics; more specialized instruction. Furthermore, with a possible shift of population and change of assets due to the closing of some coal mines, the resources would be pooled to give a better type of over-all service to the total school population.

The area is concentrated and people have common interests. It is made up primarily of mining communities. Financially the I.D. No. 10 is sound. The total school assessment is adequate, amounting to about \$8,500,000. Therefore the taxation base is good. Presently the mill rate is low throughout.

Further, from a school point of view, the following pertains

	<u>Population</u>	<u>Teachers</u>
Frank	239	1
Blairmore	1933	15
Coleman	1961	22
I.D. No. 10	<u>4830</u>	<u>19</u>
Total	8963	57

(Bellevue-
Hillcrest)

The whole of the Bellevue-Hillcrest S.D. and the
Passburg S.D., are included in this proposed unit.

The attached map shows the boundaries as proposed.

TABER CO-TERMINOUS AREA NO. 6

Co-Terminous Area No. 6 comprises the M.D. of Eureka No. 14, I.D. No. 23 and a portion of the Special Area No. 4. With some adjustments it includes the present Taber School Division.

The Bow River is part of the natural eastern boundary; the Chin Lakes and Chin Coulee provide a natural southern boundary. To the north-west, the Little Bow forms part of the boundary, after which a boundary line has been determined to include the whole of the Sundial Attendance Area and the Turin School District in the Lethbridge Co-Terminous Area. The Lomond and part of the Rosemead School Districts are to be included in the Vulcan County.

In I.D. No. 23 and in the Special Area No. 4, irrigation projects are under way and further projects are proposed. The Commission deemed it advisable, therefore, to bring I.D. No. 23 and Special Area No. 4 into local municipal government, and add these to newly organized areas of co-terminous units.

The Commission approved the recommendation of the Board of the Taber School Division to run the northern boundary from the Bow River to the Little Bow River along the township line between townships 15 and 16.

The following shows a summary of a detailed study from a municipal and school point of view:

Municipal

Number of Townships	49
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Population -	
1951 Dominion Census	6,337

The assessment of the Taber Co-Terminous Area is approximately \$5,658,244.

School

Number of Teachers	96
Number of Pupils	2,370 (Approximately)

Note: The town of Taber with 51 teachers and 1,262 pupils is in the Taber School Division for school administration. For local municipal administration it is an independent town with an assessment of \$4,837,700.

The proposed co-terminous unit was acceptable to the Taber School Divisional Board. The Municipal Council of Eureka M.D. was rather reluctant to take over a much larger municipal area north of the Old Man River.

LETHBRIDGE CO-TERMINOUS AREA NO. 7

Co-Terminous Unit No. 7 includes the area which is tributary to the city of Lethbridge. It is comprised largely of the M.D. of Barons No. 25 with some additions from M.D. No. 4, M.D. No. 5, M.D. No. 16, County of Vulcan No. 2 and Special Area No. 4. It has some such natural boundaries as the Old Man River and the Indian Reserve on the West, the Pothole Creek and the Sterling Lake on the South and the Chin Lakes on the East. Otherwise, the area that is naturally tributary to Lethbridge and contiguous to the several highways and railways leading into Lethbridge was included in this co-terminous unit.

As to the present Lethbridge School Division No. 7, it was reduced in size. The entire sub-division to the south-east went to form part of the newly created Raymond-Warner Unit. This reduced the rather large and heavy school division by 21 teachers and 482 pupils. However, it still left the new proposed co-terminous unit with 130 teachers and 3,324 pupils.

In terms of teachers and pupils this is one of the heavier units proposed by the Commission. Since the two services, school and municipal, have to be reconciled in one co-terminous area, it is not always possible to have the number of teachers in an area at such a staff figure which could be adequately handled by one school superintendent. Rather than attempt to create two units, with duplication in staff and administrative costs, the Commission recommends supervisory assistance.

The Lethbridge area is subject to large and sudden increases in school population due to the influx of people to work in the sugar beet farms. This poses a continual problem of school accommodation and increase in staff. Such a condition influenced the Commission in reducing as much as possible the present school division and still provide a good unit for municipal administration.

As mentioned before in connection with the Taber Co-Terminous Unit No. 6, a portion of land east of the Little Bow River in Special Area No. 4 was added to this Co-Terminous Unit. It was disclosed at meetings that with several bridges in the area the Little Bow does not constitute a barrier. The Sundial School Attendance Area and the whole of Turin School District were included in the Lethbridge Co-Terminous Area No. 7.

Some of the figures pertaining to school administration were given above. The following are further figures applying to the co-terminous area:

Number of Townships	32.5
Population - 1951 Dominion Census	13,075

This area will have an assessment for municipal purposes of over \$11,000,000.

At meetings held, both the Lethbridge School Divisional Board and the Council of M.D. of Barons expressed general approval of the plan.

An attached map shows the boundaries of this proposed Co-Terminous Area.

Recommendations with respect to Barons C.S.D. No. 8 and Galt S.D. No. 647

In determining the northern and southern boundaries of the Lethbridge Co-Terminous Area No. 7 some adjustments had to be made with the independent Barons Consolidated School District No. 8 and with the independent Galt School District No. 647, respectively. The following transfers of land are therefore recommended:

From Barons S.D. No. 8 to S.D. No. 2087

In Township 13, Range 23, West of the 4th Meridian
Sections 7 and 8

In Township 13, Range 24, West of the 4th Meridian
Section 12.

From Galt S.D. No. 647 to S.D. No. 4295

In Township 7, Range 19, West of the 4th Meridian
Section 6, South half and north-east quarter
of Section 7, East half of Section 18.

From Galt S.D. No. 647 to S.D. No. 700

In Township 7, Range 20, West of the 14th Meridian
South-East $\frac{1}{4}$ Section 1

From S.D. No. 3735 to Galt S.D. No. 647

In Township 7, Range 19, West of the 4th Meridian

North half of Section 12 and Section 13 ★

★ Some of the land in Section 13 may be within an Educational Tax Area.

NANTON - FORT MACLEOD CO-TERMINOUS AREA NO. 8

The proposed co-terminous unit No. 8 is primarily made up of the M.D. of Bright No. 16 and the M.D. of Argyle No. 26. It also contains smaller portions of the M.D. of Highwood No. 31 and the M.D. of Turner Valley No. 32. The area contains such centers as Nanton, Stavely, Claresholm, Granum and Macleod. A railway and a provincial highway joins these towns and runs approximately through the middle of the whole territory. The area is bounded on the west by the Porcupine Hills and the fringes of the farming development in the foothills. To the south, it is bounded by the Peigan and Blood Indian Reserves as well as by the Waterton River. The Little Bow River and the Old Man River form part of the Eastern limits of this proposed unit.

From the school point of view this proposed area contains the present Macleod School Division together with the independent consolidated school districts of Parkland and Nanton. The boundaries have been so designed as to include these two school districts thus permitting future inclusions and making possible the natural growth and development of a larger school attendance area. The Nanton Consolidated District forms the northern boundary of this co-terminous unit. The Commission deemed it advisable to include the Nanton area in this unit in order to have a better distribution of teachers and pupils as between this area and the neighboring co-terminous unit to the north. Furthermore, the Parkland consolidated district is too small to offer adequate high school service. If both Nanto and Parkland were together

amalgamated in the Division, better high school facilities could be developed at Nanton to serve the pupils of the whole area tributary to Nanton.

The trustees of the Macleod School Division expressed the opinion at the meeting held with the Board, that the unit would be perfect if both Nanton and Parkland Consolidated School Districts could be brought into the larger administrative unit. Also the council of the M.D. of Highwood, expressed an opinion in favor of the amalgamation of the independent school districts with the larger administrative unit.

The following facts and figures were used in determining this unit:

Number of Townships	49.5
Population - 1951 Dominion Census	5,093.

The area has an assessment for municipal purposes of over \$12,000,000.

	<u>Teachers</u>	<u>Pupils</u>
Divisional	60	1684
Non-Divisional (Nanton and Parkland)	<u>17</u>	<u>418</u>
Total	77	2102

The Municipal Councils and the Divisional Board were in general agreement with this proposal of the Commission.

An attached map shows the boundaries of the proposed co-terminous unit no. 8.

Recommendation with respect to the Nanton Cons. S.D. No. 50

In determining the northern boundary of Co-Terminous Area No. 8 which is also the northern boundary of Nanton Consolidated School District, the Commission recommends the following transfers of land in school districts:

From S.D. No. 1654 to Nanton Cons. S.D. No. 50

In Township 17, Range 29, West of the 4th Meridian
West half of Section 3, Sections 4 and 5.

From S.D. No. 990 to Nanton Cons. S.D. No. 50

In Township 17, Range 29, West of the 4th Meridian
Sections 1 and 2, East half of Section 3.
In Township 16, Range 29, West of the 4th Meridian
East half of Section 34, Sections 35 and 36.
In Township 17, Range 28, West of the 4th Meridian
Sections 5 and 6.
In Township 16, Range 28, West of the 4th Meridian
Sections 35 and 26.

From S.D. No. 1554 to Nanton Cons. S.D. No. 50

In Township 17, Range 27, West of the 4th Meridian
West half of Section 3, Sections 4, 5 and 6.

From Nanton Cons. S.D. No. 50 to S.D. No. 1748

In Township 17, Range 28, West of the 4th Meridian
Sections 10, 11, 12, 13, 14, and 15.

The total effect of the above transfers is a gain of nine
sections of land for the Nanton Consolidated School District No. 50.

VULCAN CO-TERMINOUS AREA NO. 10

One major change in the County of Vulcan is the addition to the East of a portion of the Special Area No. 4. This change extends the eastern boundary to the Bow River.

Another change is in the Mossleigh area where the Commission added to Mossleigh and Herronton School Attendance Areas. At present a situation exists whereby a large number of pupils are crossing the County boundary to attend schools in the Foothills School Division. Since the teaching staff in the County is not heavy, comparatively speaking, it was deemed advisable to add this whole area to the County. Accordingly the boundary was moved to the west in order to incorporate the whole of the school attendance areas.

Meetings were held with the Vulcan County Council and with neighboring Councils and Divisional Boards. After further consideration was given to the original proposal, minor changes were made in the Brant Area and along the southern boundary of the County.

The following facts and figures apply to the proposal which incorporates the changes as mentioned above:

Number of Townships	55
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The assessment of this co-terminous area for municipal purposes is over \$12,000,000.

Present School Status

<u>Teachers</u>	<u>Pupils</u>
56	1,319

Added Centralization

Lomond	3	55
Mossleigh	5	124
Herronton	3	49
		<u>1,547</u>

Less County Pupils
counted under "Present Status"

<u>67</u>	<u>51</u>
	1,496

The new proposed area has 67 teachers and about 1,500 pupils.
The attached map shows the boundaries of this proposed co-terminous
area no. 10.

TURNER VALLEY - HIGH RIVER CO-TERMINOUS AREA NO. 11

From the present municipal standpoint this area is made up of the Municipal District of Highwood No. 31 and the Municipal District of Turner Valley No. 32. The merging of two municipal districts into one proposed co-terminous unit has been effected in several areas. The adjustments in the two present municipal boundaries are as follows:

- (a) The Nanton area, to one mile north of Connemara, is to be included in Co-Terminous Area No. 8.
- (b) A township and a half in the extreme south-east corner of M.D. No. 32 containing the Muirhead area, is to be included in Co-Terminous Unit No. 8, as it is tributary to Nanton.
- (c) The Mossleigh-Herronton area is to be withdrawn from M.D. No. 31 and added to the County of Vulcan.

This area contains the communities centered around the towns of High River, Okotoks and Turner Valley. It is assumed that there are certain community ties as between Turner Valley and High River. On the north this proposed unit is bounded by the Sarcee Reserve and the Bow River. On the west, it is bounded by the forest reserve.

From the school point of view this proposed co-terminous area is mainly an adjustment of the Foothills School Division. With the formation of Vulcan County in 1951, Foothills Division was reduced from 55 operating rooms to 38. The Commission's present proposal for Vulcan reduces the Foothills Division still further to 32 operating rooms. The Turner Valley-High River co-terminous area is a plan that would result in Foothills being restored to its former

size prior to 1951. It would combine the remaining portion of the Foothills Division, with some 19 rooms from the Calgary Division, the majority of which are in the Turner Valley Municipal District. The non-divisional school districts of Turner Valley and High River lie within but are presently not a part of the surrounding divisional organization.

<u>Divisional</u>	<u>Teachers</u>	<u>Pupils</u>
1. Remaining in Foothills Division	32	816
2. Addition from Calgary School Division	<u>19</u>	<u>383</u>
	51	1,199
 <u>Non-Divisional</u>		
1. Turner Valley S.D. No. 4039	38	962
2. High River S.D. No. 144	<u>14</u>	<u>508</u>
	52	1,470
Totals	103	2,269

The following figures pertain to this unit from a municipal point of view:

Number of Townships . 44

Population - 1951 Dominion Census 8,290

Additions from I.D. No. 46 and M.D. No. 45 and deductions from M.D. No. 32 and M.D. No. 31 leaves the area with a total municipal assessment of approximately \$19,200,000.

This is an area of high assessment and good financial standing.

Meetings were held with the Divisional Board of the

Foothills School Division and with the respective Councils of M.D. of Highwood No. 31 and M.D. of Turner Valley No. 32. The Foothills Divisional Board expressed satisfaction with the co-terminous proposal as it presented only minor changes in their present set-up. The members made definite recommendations with respect to the boundary lines as these affect van routes and pupils in the Mossleigh and Brant Areas. The Council of the M.D. of Highwood was in general agreement with the proposed merging of the two municipal districts into one co-terminous area.

The council members of the M.D. of Turner Valley showed a reluctance to be joined with the Highwood Municipal District. However, after the reasons for and the advantages of co-terminous areas were pointed out, the opinion was expressed that if co-terminous boundaries have to come and are acceptable to all, then the boundaries as proposed by the Commission for the area concerned, cannot be improved upon.

The attached map shows the boundaries of the Turner Valley-High River Co-Terminous Area No. 11.

VI PLAN FOR DIVISION OF ASSETS AND LIABILITIES

Pursuant to the instructions contained in Clause 5 of the Terms of Reference issued to the Co-Terminous Boundary Commission the following recommendations are made with respect to the division of Assets and Liabilities of School Divisions and/or Municipal Districts where a part of a Municipal District and/or a School Division is severed from an existing Municipal District and/or a School Division.

Assets and liabilities of a County, Municipal District, Improvement District, Special Area and a School Division or School District can be divided into two main classifications (a) general application and (b) specific application.

(a) Assets and Liabilities of General Application

In the case of assets these would include:

- (1) Administrative offices, workshops, dormitories, machine sheds, garages and in general all other real property, except buildings defined as of specific application.
- (2) Office equipment, stationery and supplies, circulating instructional equipment, film libraries, central libraries, text books not rented.
- (3) Road equipment, machinery, trucks, school vans, fuel oil, gas, tools.
- (4) Cash on hand or in Bank, bonds and other cash assets.
- (5) Prepaid accounts, accounts receivable, except accounts that follow land or that can be allocated geographically to land, such as taxes, seed grain, agreements for sale, hospital, relief and doctor accounts, etc.
- (6) Any other assets, which by their nature, are of general application.

In the case of liabilities these would include:

- (1) Temporary Bank loans, overdrafts.
- (2) Teachers' salaries (accrued), accounts payable, except accounts that are definitely allocated to land, such as seed grain due to the Province.
- (3) Debentures or capital bank loans outstanding in respect to assets of general application.
- (4) Any other liabilities, which by their nature are of general application.

Assets and Liabilities of general application should be determined and apportioned in the ratio which the total assessed value of real and personal property of the area transferred bears to the total assessed value of real and personal property of the area not transferred.

In apportioning assets and liabilities of general application consideration should be given to obsolescence and depreciation, in determining the value of assets. Generally speaking, the value at which they are carried on the books is not necessarily the "going" price or the fair actual value and it may become necessary for the person adjusting the assets and liabilities to have an independent appraisal made. However, if the municipal districts and school divisions concerned agree to accept the book value as shown on the financial statement, no appraisal need be made.

It is also recommended that the valuation placed on an asset of general application, which by its nature, is immovable, such as an office, machine shed, etc., should take into consideration the usefulness of the asset to the area in which it is situated and which

that area has no recourse but to accept. If a Municipal District or a School Division already has a suitable office in a convenient location, but is obligated to accept a building which was formerly the office of an area which was wholly or partially transferred, consideration should be given in placing a valuation thereon, as to its potential use or resale value.

(b) Assets and Liabilities of Specific Application

In the case of assets these would include:

- (1) Assets that follow land or which can be allocated geographically to land. For example, arrears of taxes, seed grain, agreements of sale, deposits on sale of property, hospital, relief and doctor accounts, tuition fees, text book rentals.
- (2) The site, buildings and equipment (including shop, home economics and commercial equipment not being circulating instructional equipment) used for school instruction.
- (3) Any other assets which by their nature, are of specific application.

In the case of liabilities these would include:

- (1) Debenture indebtedness in respect of any asset of specific application.
- (2) Capital bank loan outstanding in respect of any asset of specific application.
- (3) Any other liabilities, which by their nature, are of specific application.

Assets and liabilities of specific application should be transferred without evaluation or consideration with the area to which they accrue.

As it is recognized that the rights of debenture holders

cannot be prejudicially affected, the original issuer of the debenture from which the asset of specific application was created, will be required to meet the original obligation, but will be reimbursed by the area to which the debenture asset and liability will accrue.

Non-Divisional School Districts

In a few instances minor adjustments in the boundaries of non-divisional school districts have been recommended to achieve suitable co-terminous boundaries. In such cases it is recommended that the transfer of land be effected without consideration being given to adjustment of assets and liabilities.

General

In order to facilitate the mechanics of settlement it is recommended that where the adjustment of boundaries between two school divisions or two municipal districts does not exceed 5 per cent of the total assessment of real and personal property of the schools divisions or municipal districts involved, that no evaluation or consideration be given in the apportionment of assets and liabilities of general application.

The division of assets and liabilities should only be contemplated as being taken at the end of the calendar year.


In order to facilitate the adjustment of assets and liabilities it is recommended that the Minister of each respective Department involved should appoint an officer or officers of his Department to act on his behalf as an adjuster of assets and

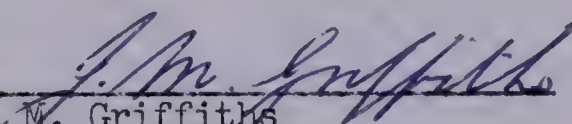
liabilities, to meet with the School Divisions or Municipal Districts, etc., involved to arrive at an amicable settlement.

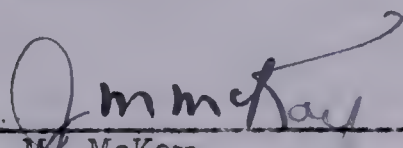
It is the opinion of the Commission and one which has been borne out by past experiences of both Departments involved, that a settlement mutually agreed upon, is preferable to the adjuster arbitrarily making a settlement. The adjuster should act as a mediator and allow a settlement to be made between the parties concerned as long as it follows, in general, the terms of adjustment of assets and liabilities recommended herewith. Only in the case of failure to reach a mutually satisfactory solution should the adjuster refer the matter to the Minister concerned whose decision shall be final and not subject to appeal.

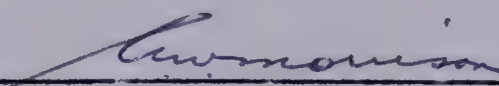
While the Commission has laid down certain basic principles for the division of Assets and Liabilities resulting from the establishment of co-terminous areas, nevertheless the Commission realizes that special cases may arise which will have to be dealt with and treated from the standpoint of equity to all concerned.

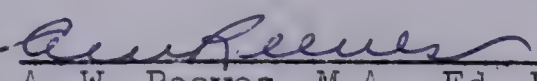
Respectfully submitted,


W. J. Dick, M.Sc., M.E.I.C., P. Eng.
Commissioner (Chairman)


J. M. Griffiths
Commissioner


J. M. McKay
Commissioner


A. W. Morrison
Commissioner


A. W. Reeves, M.A., Ed. D.
Commissioner

1. The first part of the report discusses the general situation of the company and the results of the previous year. It also mentions the main objectives for the current year.

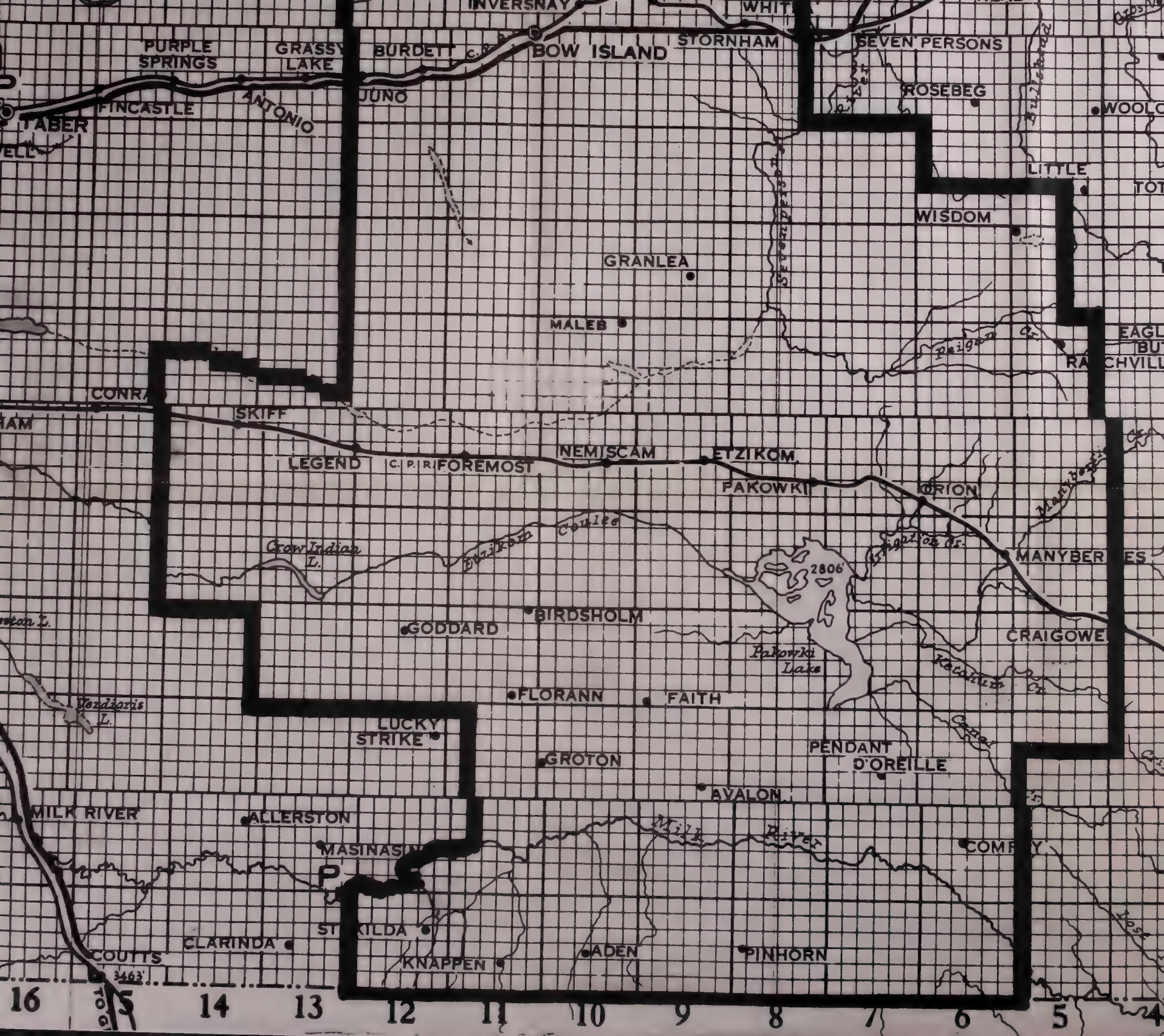
2. The second part of the report describes the activities carried out during the year, including the implementation of the strategic plan and the achievement of the set targets.

3. The third part of the report presents the financial results of the company, showing a steady increase in revenue and a decrease in expenses, which has led to a significant improvement in profitability.

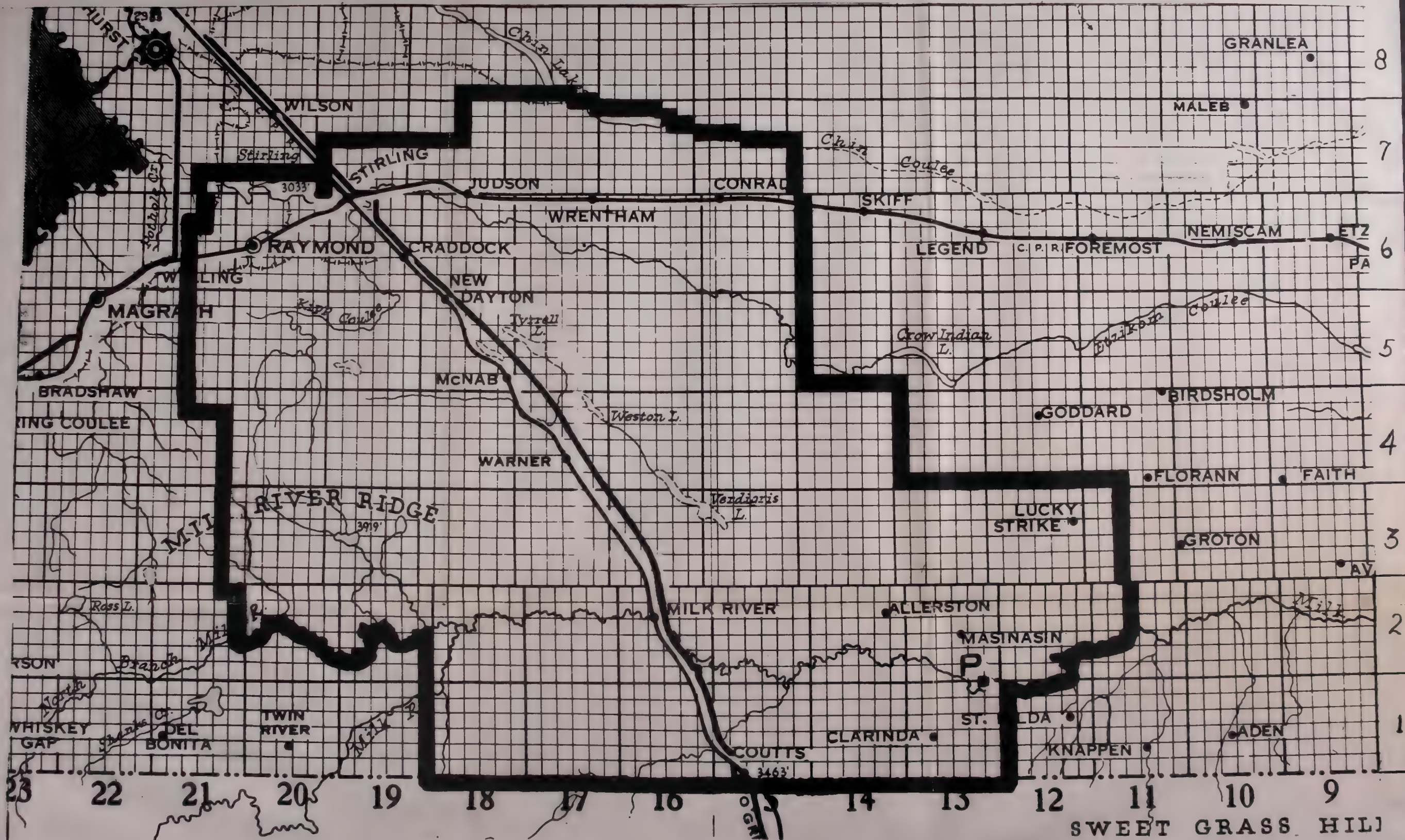
4. The fourth part of the report discusses the company's position in the market and the competitive environment, highlighting the company's strengths and weaknesses.

5. The fifth part of the report outlines the company's future plans and the strategies to be implemented in the coming year, with a focus on innovation and growth.

6. The sixth part of the report concludes the report and expresses the company's confidence in its future prospects.



Raymond - Warner Co-Terminous Area No. 3

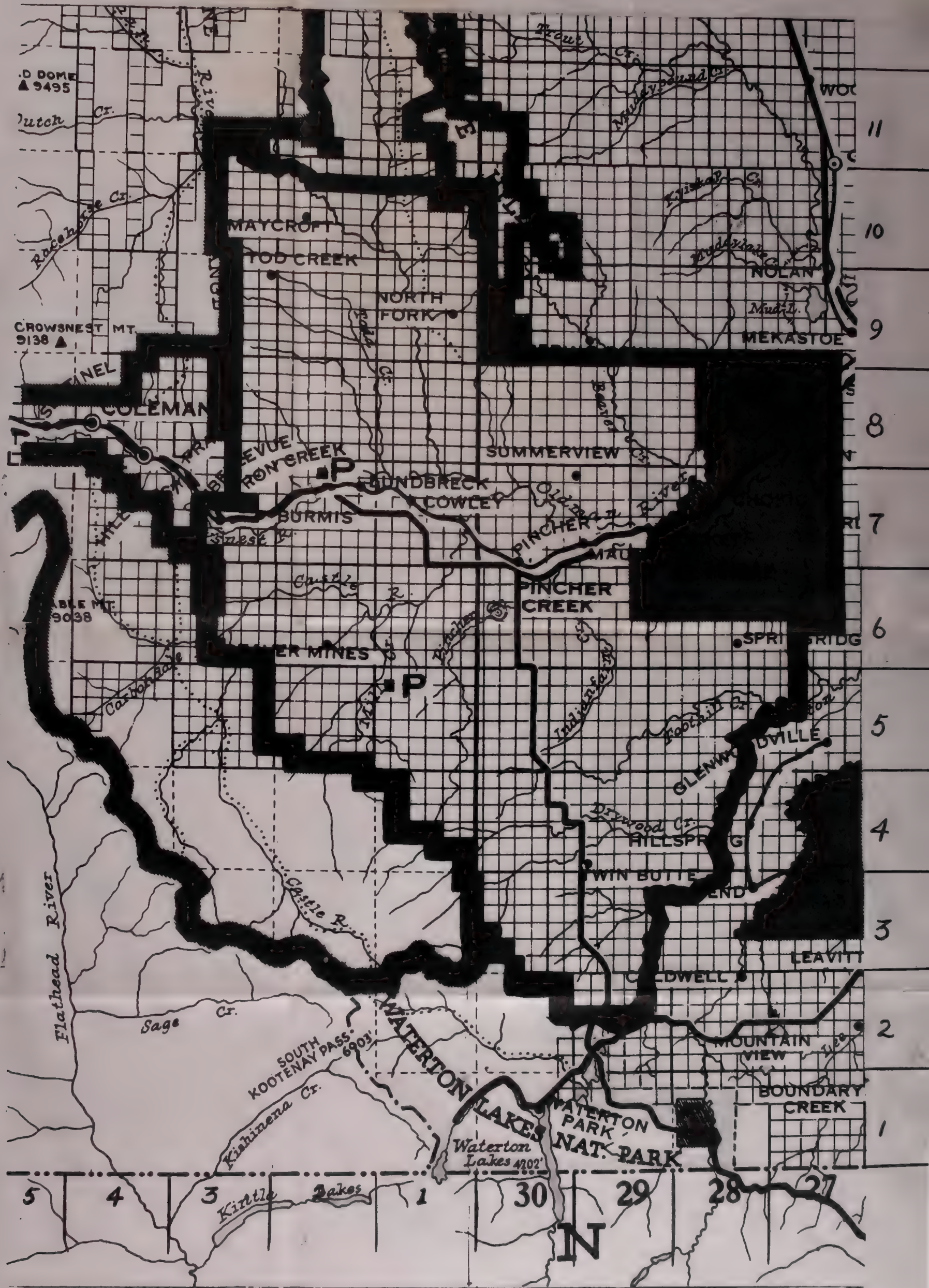


Cardston Co-Terminous Area No. 4



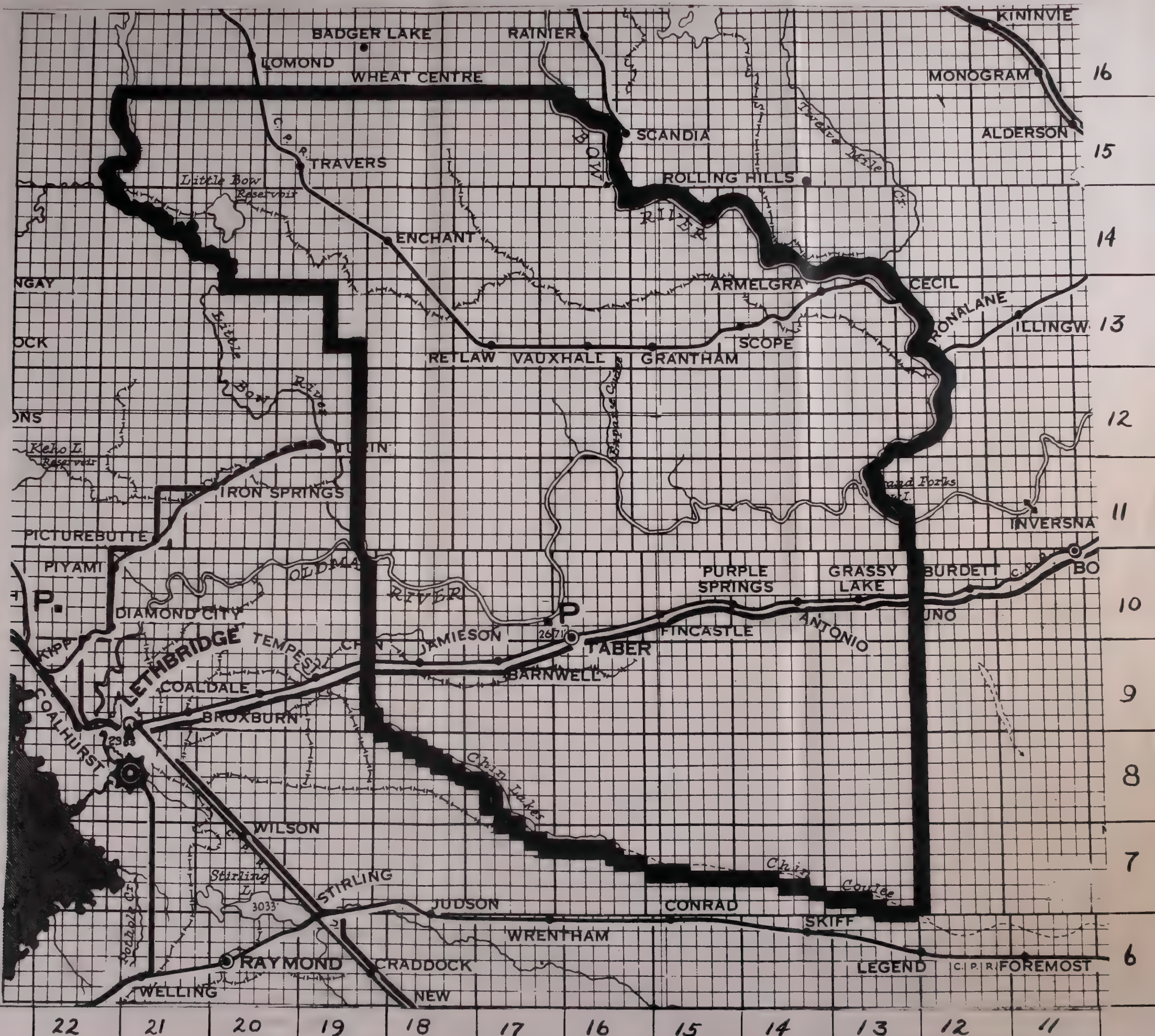
Pincher Creek Co-Terminous Area No. 5

MAP
4

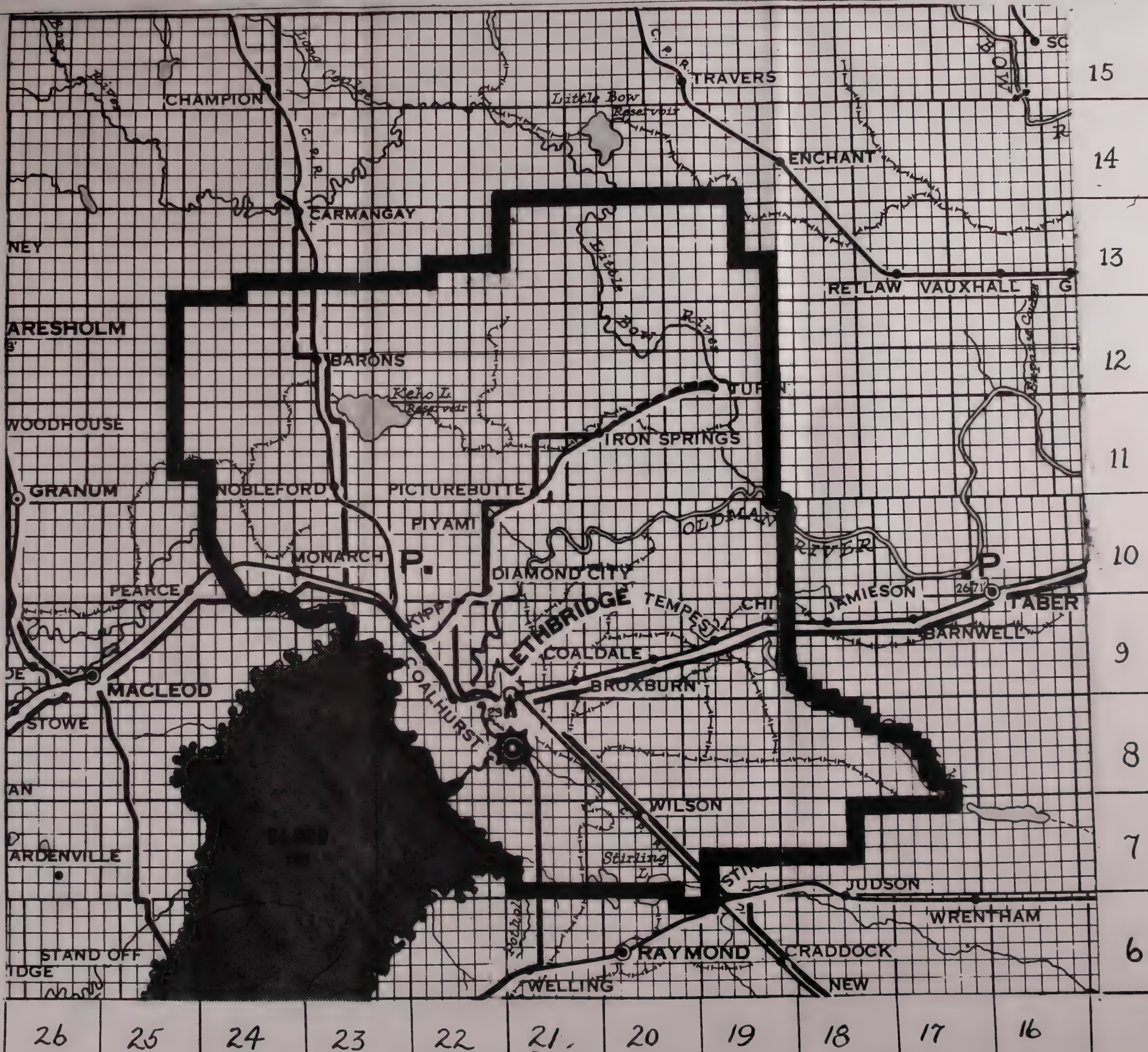


Crowsnest Co-Terminous Area No. 5(a)





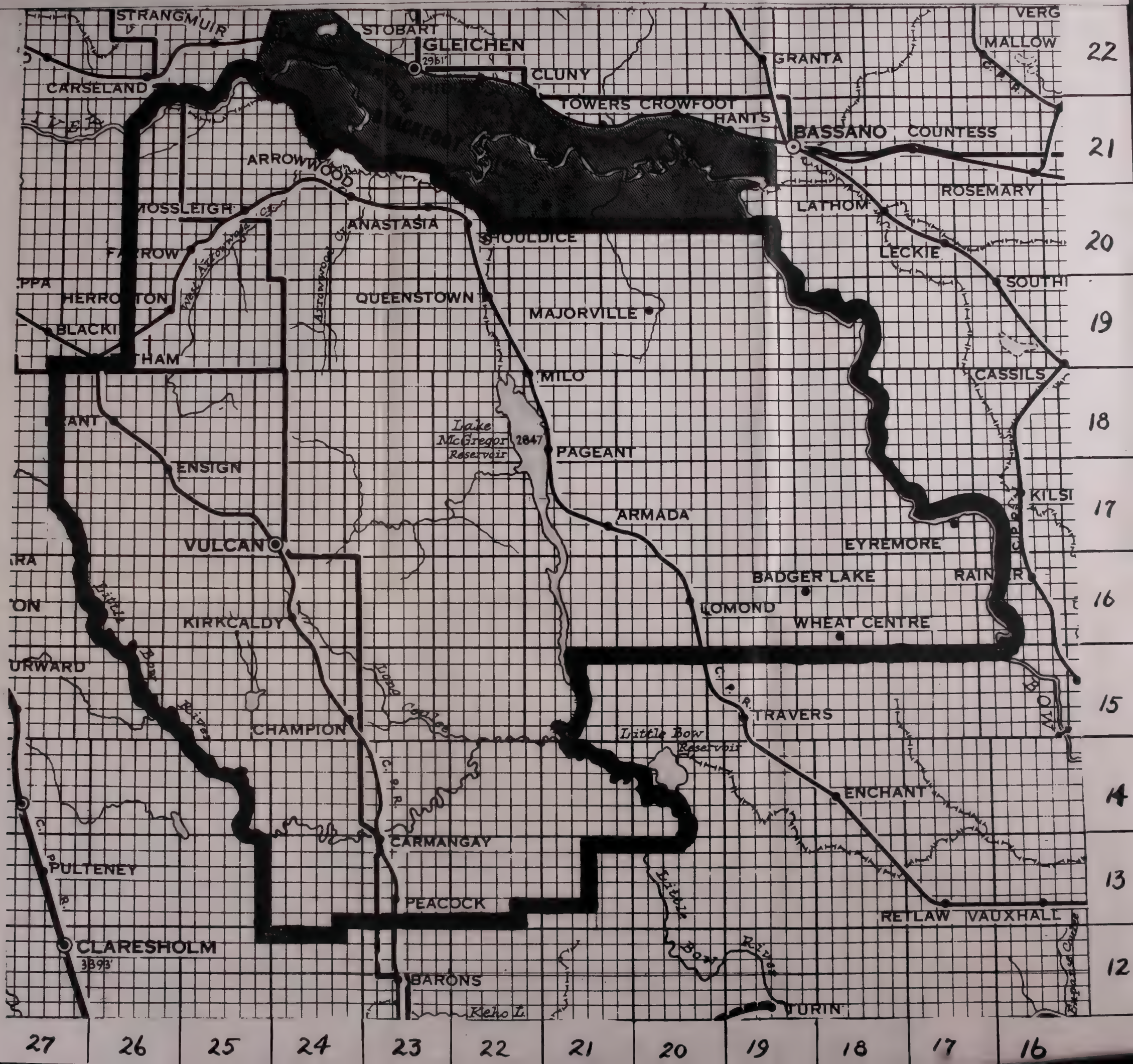
Lethbridge Co - Terminous Area No. 7

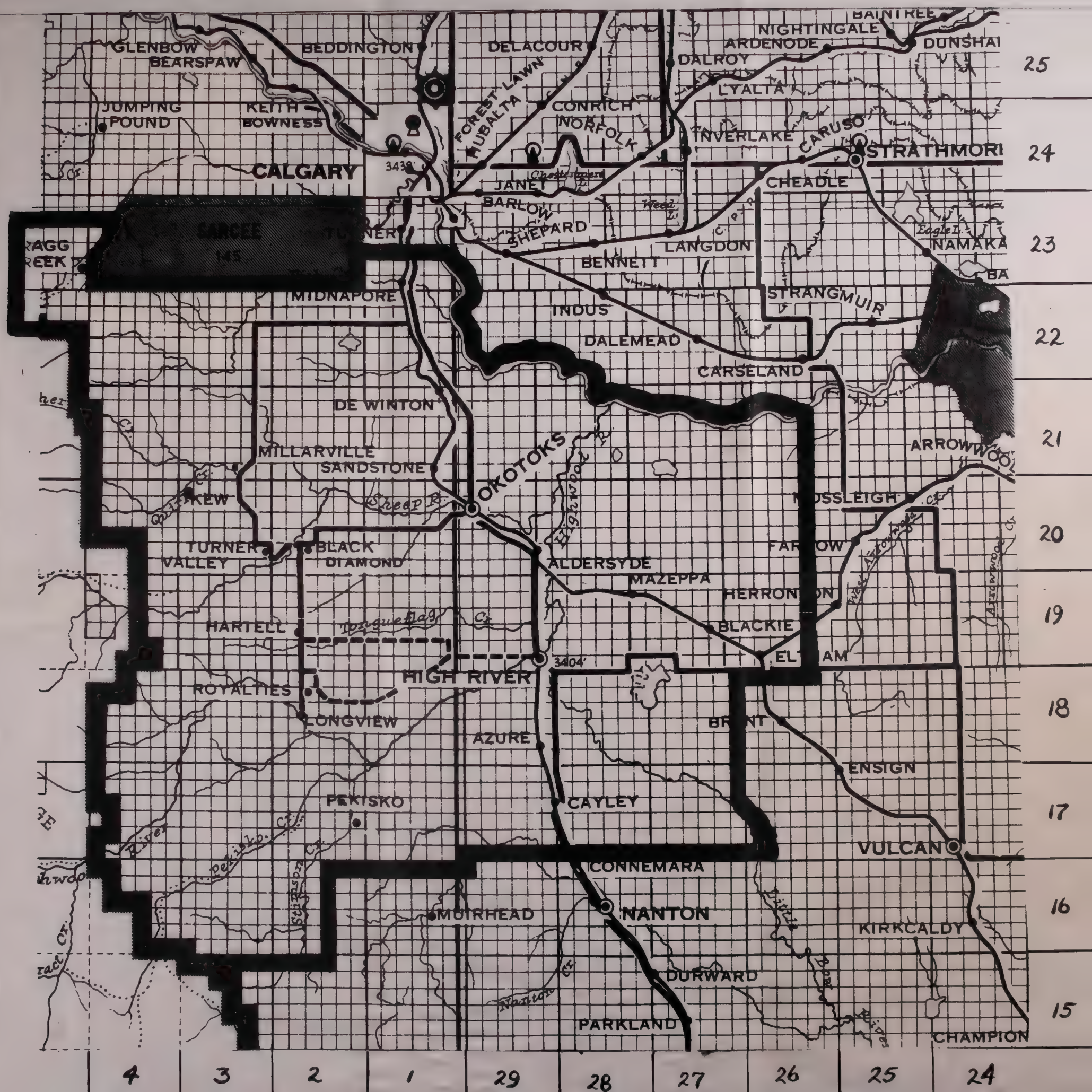




Vulcan Co-Terminous Area No. 10

MAP
9.





Date Due

AUG 18 1998

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~~MAY 22 73~~

MAY 8 1985

July 2/86

1990

Co-Terminous Area No 5(a)

Co-Terminous Boundary

Coleman S.O. -

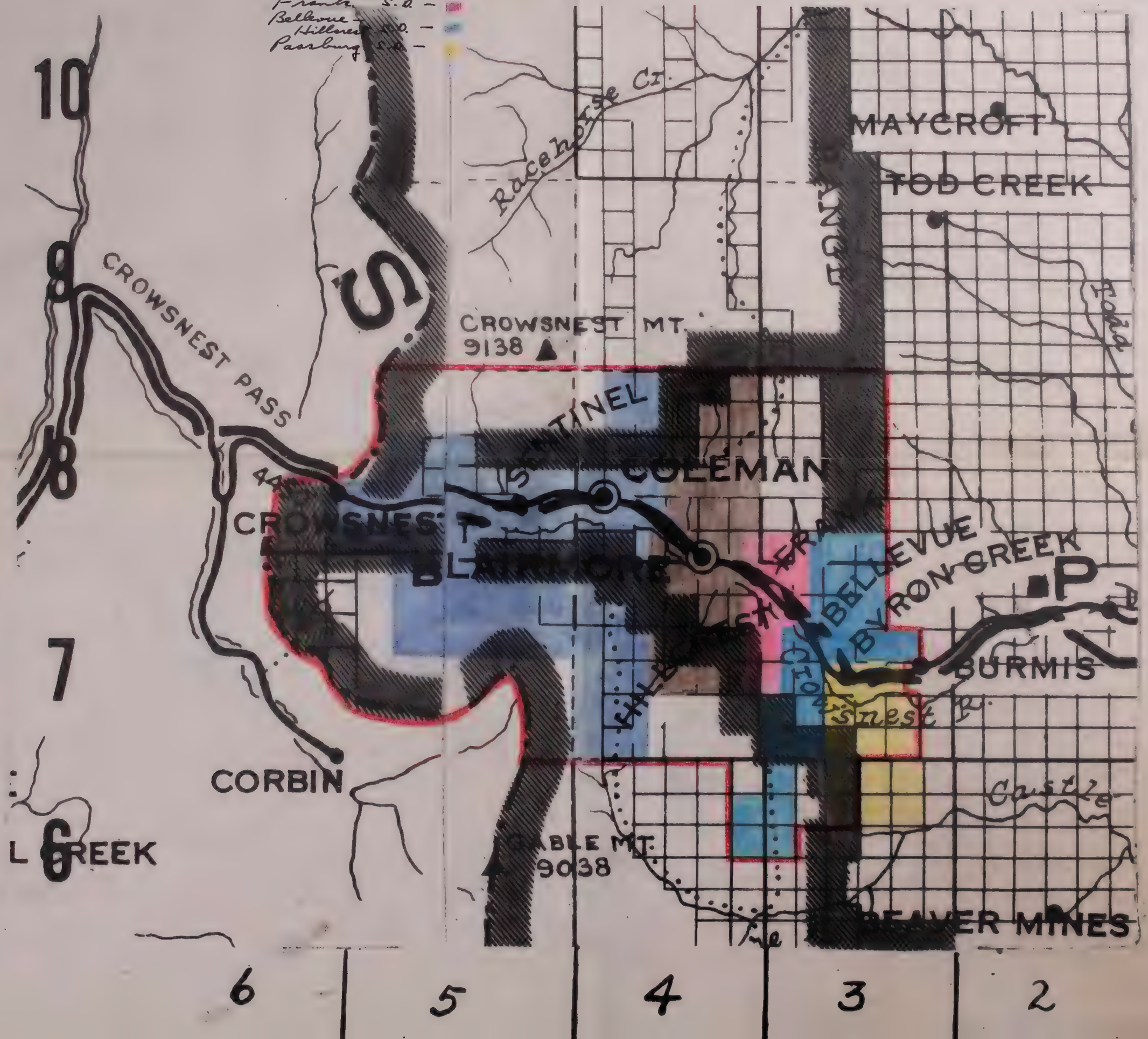
Blairmore S.O. -

Frank S.O. -

Bellevue S.O. -

Hillcrest S.O. -

Passburg S.O. -





MEMORANDUM

OUR FILE NO.

YOUR FILE NO.

FROM Cyril Pynch
Executive Secretary
Co-Terminous Boundary Commission

TO Dr. W. H. Swift
Deputy Minister
Department of Education

Date December 15, 1953

Re: Cardston Co-Terminous Area #4

This is to advise you that as a result of further review and representations the Commission has made the following change in Co-Terminous Boundaries:

Milk River Ridge

Whereas, formerly the boundary followed the Milk River in Township 2, Ranges 19 and 20, that boundary now lies on the township line between townships 2 and 3 in ranges 19 and 20.

(Sgd.) Cyril Pynch

Cyril Pynch
Executive Secretary

CP:md

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